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Draft country programme document for Sierra Leone (2008-2010)

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Introduction

1. The present draft country programme document (CPD) is based on extensive consultations between the United Nations system offices in Sierra Leone, the Government and its development partners and on the priorities agreed upon in the United Nations Development Assistance Framework (UNDAF) 2008-2010. The CPD also benefited from national development documents, the peace consolidation strategy, 'Vision 2025', the poverty reduction programme and the 2005 report of the Truth and Reconciliation Commission.

I. Situation analysis

2. Sierra Leone, while well-endowed with resources, is among the poorest countries in the world. Before and during the recent war, there was widespread poverty and gross domestic product (GDP) growth fell to an average of minus 7.1 per cent between 1990 and 1999. Since the end of armed conflict in 2002, the country has made good progress in recovery and peacebuilding, including holding elections, restoring governance structures and reconciliation through the work of the Truth and Reconciliation Commission. Post-conflict economic growth has been robust and averaged about 6 per cent in 2007, with broad recovery in agriculture, mining, construction and the service sectors. Inflation is expected to average 6.6 per cent in 2007 and 2008. Broad-based economic reforms have lowered current account deficits and domestic borrowing and stabilized the exchange rate and prices.

3. Despite the progress achieved, the root causes of the conflict remain, including bad governance, corruption, denial of basic human rights, gender discrimination and political and economic exclusion. Since the recovery started from negative growth (-8.1 per cent), it has had only marginal impact on the pervasive poverty. About 70 per cent of the 5.7 million population live below the national poverty line, especially in the rural areas. Youth unemployment and underemployment remain high at 70 per cent. Growth in agricultural production is constrained by lack of access to markets, poor national infrastructure and the small size of the private sector. The country is heavily dependent on official development assistance (ODA), with about 67 per cent of public investment programmes financed by external resources. The current ratio of national revenue to GDP stands at 12.4 per cent.

4. The UNDP global Human Development Report (HDR) 2006 indicates a continuing decline in human development indices since 1993, and the country ranked 176th out of 177. The human development and social indicators, including adult literacy (35.1 per cent), primary school enrolment (43 per cent), life expectancy (41 years), maternal mortality (2000 per 100,000) and child mortality rates (165 per 1000), are among the worst in the world. Access to improved sanitation and water sources stand at 39 and 57 per cent respectively, and 50 per cent of the population is undernourished. The 2005 national HIV seroprevalence survey indicates a national rate of 1.53 per cent, although the rate among uniformed service personnel and commercial sex workers reaches 10 per cent. Demographic factors, the high incidence of poverty and the post-conflict situation present risks for rapid spread of the virus. Erosion, deforestation, floods and environmental degradation also hinder sustainable development. Notwithstanding inadequacies in sector policies and strategies and weak capacities for crisis and disaster risk reduction and coordinated emergency response, the ongoing Millennium Development Goals (MDGs) needs and capacity assessment exercises indicate, preliminarily, that the country might well achieve some of the MDG targets. The Government recently committed to allocating savings from the multilateral debt relief initiative to areas that promote economic growth, reduce poverty and help achieve the MDGs.

5. The administration of justice, particularly for the poor and vulnerable, is still weak and under-resourced. Gender inequality and violence against women are prevalent at all levels of society. The

country has a dual system of justice, with 80 per cent of the population falling under customary law, which disfavours women, particularly with regard to ownership of productive resources, inheritance and marriage. Women's representation in decision-making bodies at all levels is only 13 per cent. Sierra Leone is hindered in post-conflict reconstruction and national development by the shortage of personnel, gaps in expertise and skills and poor motivation, which are pervasive in state institutions, civil society and the business sector. Participation in the dialogue on development, especially in civil society and women's and youth organizations, needs to be strengthened, as do the capacities of national governance institutions, such as the Parliament and the newly created Human Rights Commission, to enable them to undertake their responsibilities, particularly in overseeing public administration and protecting human rights.

6. The critical challenges for Sierra Leone remain to enhance recovery; sustain democratic governance, peace, justice and security; protect the human rights of vulnerable groups; create employment, particularly for youth; increase capacities for managing development and tackling income poverty; broaden political participation, especially amongst marginalized groups such as women and youth; accelerate the pace of social advancement; and reduce the heavy dependence on ODA. These key priorities are articulated in the conclusions of the Consultative Group meeting in December 2006, the peace consolidation strategy agreed with the Peacebuilding Commission and other economic development planning documents.

II. Past cooperation and lessons learned

7. The 2004-2007 CPD was the first post-conflict programme of cooperation with the Government, and it was developed under special conditions to promote an integrated approach to the causes and consequences of the conflict and to post-conflict peacebuilding. It focused on three main areas: (a) national recovery and peacebuilding; (b) poverty reduction and human development; and (c) governance and democratic development.

8. The overall achievement of the CPD was good, with considerable progress made in recovery and peacebuilding. Assistance to the rehabilitation of community infrastructure and administrative structures at all levels was instrumental in implementing the 2004 Local Government Act. Support to poverty initiatives expanded income opportunities for the poor. Direct support in the formulation and adoption of a poverty reduction strategy paper and the preparation of a national anti-corruption strategy helped to lay the foundation for longer-term social and economic development. UNDP support to public service reform assisted the Government in strengthening top cadre in the civil service. The capacities of security agencies, the Parliament and other institutions in terms of strict adherence to the Constitution, accountability and oversight have been significantly improved.

9. UNDP interventions were tuned to national needs and challenges, but 'lessons learned' analysis revealed the following: (a) interventions covered many sectors, which marginalized their impact; (b) weak institutional and individual capacities necessitated the use of the direct execution (DEX) modality, which minimized government ownership of the programmes; and (c) the lack of statistics hindered effective benchmarking and tracking of progress in achieving intended results.

10. The lessons learned also indicated that UNDP was effective in its coordinating role within the United Nations and the donor community. It convened the Development Partners Consultative meetings, co-chaired the Consultative Group meeting with the Government and the World Bank, managed the Elections Multi-Donors Basket Fund and participated in several United Nations thematic working groups. UNDP managed joint programmes with the European Community, the British Department for International Development (DFID) and the World Bank and mobilized funds from bilateral donors such as Ireland and the Scandinavian countries. UNDP successfully ran joint programming with the United Nations Development Fund for Women (UNIFEM), the United Nations Industrial Development Organization (UNIDO), the United Nations Volunteers (UNV), the United Nations Human Settlements Programme (UN-Habitat), the Food and Agriculture

Organization of the United Nations (FAO) and the United Nations Capital Development Fund (UNCDF).

11. In developing the new programme, UNDP has incorporated the lessons learned from past experience. The areas of interventions in the current CPD will be tightened and they will leverage on existing partnerships and develop new ones for improved impact of catalytic interventions and resource mobilization. The experiences gained in the pilot joint programming initiatives will be harnessed to work more closely to achieve the United Nations reform objective of delivering as one. National capacities will be strengthened for better statistics and information management and mutual accountability of the Government and UNDP for results. The Government and UNDP will also invest in enhancing programme management skills needed for effective use of national execution (NEX) and enhanced national ownership and leadership.

III. Proposed programme

12. The UNDAF (2008-2010) identified 5 interrelated priority areas within its overall vision of peace consolidation and transition to long-term development. UNDP will promote sustainable human development and rights-based principles to empower women and youth. The CPD will comprise three programme areas: (a) governance, democratic development and peace consolidation; (b) poverty reduction and human development; and (c) responding to HIV/AIDS. Gender mainstreaming and capacity development will be cross-cutting themes. The overall objective is to promote an integrated approach aimed at assisting the Government and people of Sierra Leone to tackle the causes and consequences of the conflict, while staying on a course of sustained growth and development.

13. With regard to democratic governance, the Government has entered into a compact with its Multi-Donor Budget Support partners to continue with governance reform and implement the poverty reduction strategy. The Improved Governance Accountability Pact covers strategic areas such as anti-corruption; public accounts and audits, procurement and civil service reforms, human rights, elections, money-laundering and non-State actors. UNDP interventions will focus on the critical areas of procurement, human rights, civil service and parliamentary oversight mechanisms.

14. The programme will work to strengthen security and stability as the foundation for sustainable democratic development and growth. It will therefore promote national reconciliation and trust through dialogue, communication and attitudinal change. The components will include disaster and risk management; youth employment and job creation; community-based arms control and human security; and improved access to justice. Cooperation will be fostered with Manu River Union members and Côte d'Ivoire and will align itself with ongoing initiatives and programmes outlined in the Peace Consolidation Strategy, the priority plans of the Peacebuilding Fund and the engagement with the Peacebuilding Commission, bearing in mind Security Council resolutions 1620 (2005) and 1325 (2000). There will also be close collaboration with the United Nations Integrated Office in Sierra Leone in the promotion and implementation of programmes.

15. In order to promote continued political stability UNDP will support the organization and conduct of the 2007 and 2008 elections as a critical component for the consolidation of past achievements. The continuing capacity weakness in the public service poses a challenge to programme design, implementation and accountability. While recognizing these risks, UNDP will assist the Government to identify and deal with the constraints through policy and institutional capacity strengthening. UNDP will also work with the Government and donors to address the underlying causes of conflict, such as the breakdown of the justice system, poverty, alienation of groups and bad governance.

16. Efforts at poverty reduction will not be limited to increasing incomes but will also include mechanisms for coping with risks and vulnerability. UNDP support will consolidate the

achievements from the last CPD and will provide a mix of policy advisory and downstream interventions to expand income opportunities for the poor and promote market-based and public-sector solutions to the challenges of youth unemployment and women's economic empowerment. UNDP will respond to the critical policy challenges identified by stakeholders by helping to address policy deficits and improve data collection systems so as to enable better monitoring of progress, particularly at the local level, and overall aid effectiveness. UNDP will also work to reinforce national capacity for MDG-based planning.

17. Sustainable environment considerations are a cross-cutting priority under the UNDAF to be addressed by building national capacities for disaster response and risk reduction, waste management, deforestation, flood and erosion control and climate change. UNDP will collaborate with the Global Environment Facility (GEF), the United Nations Environment Programme (UNEP) and UN-Habitat to support action plans; address issues of biodiversity, land management, renewable energy and conservation; and tackle the nexus between housing and poverty.

18. UNDP will work within the national strategic framework, applying the Global Task Team 'Three Ones' principles, to contribute to national efforts at managing HIV/AIDS. The focus will seek to address the HIV/AIDS-poverty nexus through greater awareness, advocacy, information, education and communication so as to control the spread of the pandemic.

IV. Programme management, monitoring and evaluation

19. Increased national ownership and leadership will be the guiding principle for programme management. The choice of DEX or NEX modalities will be based on joint capacity assessments of implementing partners by the Government and UNDP. There will be a conscious effort to involve civil society and private sector partners in programme formulation and implementation.

20. Management, monitoring and evaluation arrangements will be driven by the needs of the country, the national development framework and processes, the principles of the Paris Declaration on Donor Harmonization and Aid Effectiveness and global best practices. All processes, including the implementation of the Harmonized Cash Transfer mechanisms, will be oriented towards mutual accountability for resources utilization and results. To this end, the Ministry of Development and Economic Planning will serve as chair of the programme policy group that provides broad-based policy and strategic direction for the management of the programme.

21. Programme implementation will be guided by results-based management principles and guidelines. Monitoring and evaluation will focus on the overall contribution to development results and effectiveness in implementing the national poverty reduction strategy and the UNDAF framework. The country office will try to facilitate South-South cooperation and use cost-effective modalities such as UNV, expatriate nationals and resources from other country offices and service centres.

22. UNDP will collaborate with the Government to mobilize resources for mutually agreed initiatives. UNDP core funds will be used as a catalyst to mobilize resources from international financial institutions and regional and bilateral partners. Given the absorptive capacity constraints and low rates of delivery experienced by some development partners, UNDP and the Government will provide support for programme implementation where UNDP has a clear comparative advantage. In line with the Paris Declaration, the harmonization of planning systems and delivery of assistance with other development partners will also be strengthened.

Main intended UNDAF outcome 1: By 2010, governance and human rights practices have advanced at all levels; enforcement arrangements are in place.
National priority or goal: Promote good governance, security and peacebuilding

Programme component	Country programme outcomes, including outcome indicators, baselines and targets.	Country programme outputs	Output indicators, baselines and targets	Role of partners	Indicative Resources by Goal ($ '000)
Governance, democratic development and peace consolidation **Multi-year funding framework (MYFF) goal 1** Fostering democratic governance and improving institutional capacities for service delivery and achievement of the MDGs	**Outcome 1.1:** Strengthened democratic governance and improved political processes **Indicators:** Transparent and credible electoral processes **Baseline:** 2007 elections **Target**: Electoral processes recognized as transparent, credible and internationally acceptable **Outcome1. 2:** Effective implementation of decentralization policy and 2004 Local Governance Act, Improved service delivery by local institutions with enhanced participation of women, civil service organizations (CSOs) and youth **Indicators**: No. of local governments providing decentralized services and quality of services provided **Baseline: 10 per cent** (2006 data) **Target:** At least 80 per cent of local councils provide decentralized services by 2010 **Outcome 1.3:** Increased gender equality and increased participation of women in decision-making at all levels **Indicators:** Women constitute 30 per cent of legislators and in leadership positions at all levels **Baseline:** 13 per cent in decision-making. **Target:** 30 per cent increase by 2010	**Country programme outputs**: • Capacities of the National Electoral Commission (NEC) and the Political Party Registration Commission (PPRC) strengthened to organize elections and develop tolerant political culture at all levels • Capacities of civil society strengthened for advocacy, conflict mediation, monitoring and reporting on elections • Improved local government capacity for planning , financial management and local revenue mobilization • Enhanced service delivery and stakeholder participation in development planning, monitoring and evaluation • Increased adoption and application of information and communications technology for development • Strengthened national capacity to implement gender policy • Gender strategies mainstreamed in development policies and strategies • Empowerment programmes developed to promote women participation in political and other development sectors • Women's leadership capacity in all sectors and at all levels strengthened	**Output Indicators:** • Independence of NEC and PPRC, operational efficiency and effectiveness and sustainability of systems and processes • **Baseline:** 2007 elections • **Target:** NEC, PPRC, elections courts are independent, and efficiently manage 2008 local government elections **Indicators** • No. of local governments with results-based management and MDG-based plans. Increased stakeholders and local council participation in planning and dialogues. • **Baseline:** No. of local councils with results-based participatory, planning and implementing capacities (2007) **Targets:** No. of women, youths and members of community represented in decision-making bodies at ward and local council levels. 80 per cent of local councils have results-based plans and budgets. 10 per cent of civil servants trained annually **Indicators** • Number of women in government and civil society leadership positions, women participation in planning and monitoring of development, gender issues addressed in poverty reduction strategy and other national frameworks **Baseline**: 2006 data • **Targets:** No. of women in leadership posts, mechanisms to address gender issues in monitoring and evaluation frameworks, gender issues mainstreamed in development plans and strategies; legislation on violence against women passed, gender recommendations implemented.	The Parliament, NEC, PPR, Attorney-General's office, Office of the Chief Justice, Ministry of Justice, Ministry of Gender, Ministry of Youth; Ministry of Local Government, Ministry of Development and Economic Planning, CSOs, **Funding:** DFID, European Community, Ireland, Japan, Denmark **Funding**: UNCDF, United Nations Children's Fund, UNEP, International Labour Organization (ILO), European Union, DFID, World Bank, Irish Aid. UNIFEM, Office of the United Nations High Commissioner for Refugees (UNHCR), World Food Programme (WFP).	Regular: $3.5m Others: **$10.5m** EC $6.0m DFID $2.0m Irish Aid $2.0m DGTTF $0.5 m
MYFF goal 5 Enhanced recovery, community and human security, peace consolidation and respect for human rights.	**Outcome1.4**: Improved recovery, community and human security, respect for human rights and peace consolidation **Indicators:** • National Human Rights Commission (NHRC) established and functional, human rights awareness raised, weapons-based violence reduced and access to justice enhanced **Baseline**: 2006 data **Target**: Human Rights Commission effective and cases of abuse redressed, communities declared arms-free, and local	**Country programme outputs**: • Enhanced national capacity for protecting human rights, conflict prevention and management; • Disaster risk reduction strategies integrated in development planning; • Strengthened capacities for improved access to justice at local levels including alternative dispute resolution. • Capacity of Office of National Security (ONS) and police and communities strengthened to reduce SALW prevalence and improve community and human security	**Output indicators:** • Strengthening of national institutions and CSO capacities for promoting respect for human rights; training of CSOs, treaty-body reports, adherence to human rights agreements, no of persons accessing local courts and small and light weapons (SALWs) recovered and destroyed **Baseline:** Abuse of human rights rampant, NHRC new and ineffective, CSO capacities to monitor human rights issues • **Target:** Human rights issues increasingly addressed by Government and CSOs; fewer cases of guns-based violence; more communities declared arms-free. At least 60 community-based livelihood recovery initiatives implemented; 150,000 job opportunities created for youth	National Commission on Environment and Forestry (NACEF), Ministry of Lands, Sierra Leone Police, Office of National Security (ONS), National Human Rights Commission, CSOs **Funding:** UNEP, DFID, European Community, World Bank, Japan, Sweden,	Regular: $1.047m Others: **$3.0m** Japan $2.0m DFID $1.0m

	courts staffed and justice dispensed in a timely manner	• Strengthened national systems for sustainable employment generation.	and vulnerable groups; conflict sensitivity and management skills mainstreamed in national policies, strategies and education curricula.	Norway	

Main intended UNDAF outcome 2: **By 2010, the livelihoods of youth, women and vulnerable groups have been enhanced**
National priority or goal: **Promote pro-poor sustainable growth for food security and employment**

Poverty reduction and human development **MYFF goal 2** Achieving the MDGs and reducing human poverty, increasing sustainable energy and environmental development	**Outcome 2.1** Progressive improvement in all MDGs by 2010. **Indicator:** GDP growth per capita, per cent drop in poverty rate, progress on MDG targets 1,3,4,6 **Baseline:** 2006 data **Target:** Halve incidence of poverty; increased income per capital and GDP growth rate by 2010 **Outcome 2.2** Environment and disaster risk reduction strategies mainstreamed into national policies and programmes **Indicator:** Strengthened national capacity and systems to manage environment and disaster at all levels **Target:**: Improve environmental monitoring indicators; Early warning systems and institutional arrangements in place by 2010	**Country Programme Outputs** • MDG-based poverty reduction strategy (2008 – 2010) formulated and implemented; • Poverty reduction monitoring system established and strengthened; • National human development and MDG progress reports produced and disseminated ; • Strengthened capacity of key ministries, departments and agencies in pro-poor and MDG-based sector policy analysis, planning, formulation and implementation; • Mechanisms established for enhanced early warning system and disaster preparedness and management; capacity of communities enhanced to promote sustainable development;	**Output Indicators:** • Development Aid Coordinating Office (DACO) and Ministry of Development strengthened, poverty reduction strategy plan (PRSP) validated and implemented, national systems for employment generation strengthened, private sector contribution to development increased, • **Baseline:** weak monitoring and evaluation systems for poverty tracking, low advocacy of MDGs, local government plans not MDG-based • **Targets:** MDG-based PRSP 2008-2010 developed and implemented; monitoring and evaluation systems operationalized; local council development plans are MDG-based, • **Indicators:** Early warning systems established and strategies formulated; quality of disaster response; ONS and local structures operational effectiveness • **Baseline;** Early warning systems are weak ; lack of contingency plan for emergency; no local plans and structures **Targets:** National early warning systems strengthened; strengthened capacity to formulate environmentally sustainable policies and action plans; no. of treaty-body reports submitted on time and no. of domestic laws/policies revised to incorporate global environmental commitments.	Ministries of Agriculture, Land, Culture and Tourism, Energy and Water Resources, National Commission for Environment and Forestry (NACEF), NGO's, farmers unions, **Funding:** Global Environment Fund, Montreal Protocol Unit, FAO, World Bank and United Nations Educational, Scientific and Cultural Organization, United Nations Conference on Trade and Development, FAO, ILO, UNIFEM, UNCDF, UNIDO, UNHCR, WFP	**Regular:** $2.2m **Other:** **$4.0m** EC $1.0m DFID $2.0m Irish Aid $1.0m Regular: **$0.5m** Others: **$3.0m** (GEF/MP)

Main intended UNDAF outcome 5: **By 2010, increased access to HIV/AIDS prevention, treatment, care and support services**
National priority or goal: **Promote human development**

Responding to HIV/AIDS **MYFF goal 5**	**Outcome 3:** Strengthened governance and institutional framework or reduction of HIV/AIDS in the context on the "Three Ones" strategy **Indicator:** HIV/AIDS integrated and mainstreamed into national development frameworks and strategies **Baseline:** Weak institutional capacity to coordinate national response to HIV/AIDS **Target:** National capacity enhanced to implement the "Three Ones " principles	**Country programme outputs:** • Strengthened capacities of the National AIDS Secretariat (NAS) for a multi-sectoral response; • Capacity of the Country Coordination Mechanism (CCM) strengthened for use of Global Fund to Fight AIDS, Tuberculosis and Malaria resources • HIV/AIDS workplace policy and code of ethics in place • Increased participation of media, CSOs and local leadership in the prevention of HIV/AIDS	**Output indicators:** • Quality of national strategies, and number of strategic partnerships, Key government institutions (health, education, agriculture, Public Service Commission) with work-place policy to address HIV/AIDS. **Baseline:** 2005 data **Targets:** • Capacity of NAS, Parliament, community-based organizations, CSOs, private sector and community service delivery institutions strengthened; • Service numbers increased annually, number of strategies reduced and become more comprehensive.	National Aids Secretariat, Parliament, Ministry of Health, key ministries, departments and agencies, CSOs and private sector, **Funding:** UNAIDS, UNICEF, UNIFEM, United Nations Population Fund, WFP, World Bank, International Organization for Migration, ILO, World Health Organization.	**Regular:** **$0.5m**